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ABSTRACT

This report describes the Hotels-Motels in Partnership Program, a human services resource sponsored by the Red Cross and other organizations to respond to housing needs of the homeless, disaster victims, and others in need of emergency assistance. The partnership program involves several hundred businesses in more than 240 communities. Since its establishment in 1982, the program has provided emergency housing to more than 10,000 persons through the donation of lodging for use by local social service agencies. An associated initiative, the Restaurants in Partnership Program, provides meal coupons for those in emergency need. This publication presents profiles of services to the homeless and hungry for the following selected Red Cross chapters: (1) Prince Georges County (Maryland); (2) St. Louis Bi-State (Missouri and Illinois); (3) Lenawee County (Michigan); (4) Golden Gate (California); (5) Anderson County (South Carolina); (6) Greater Cleveland (Ohio); (7) Berks County (Pennsylvania); (8) Douglas County (Oregon); (9) Southwest Florida; (10) Oregon Trail; (11) Pikes Peak (Colorado); (12) Pioneer Valley (Massachusetts); (13) Mahoning (Ohio); (14) Garland County (Arizona); (15) Dayton Area (Ohio); (16) Ventura County (California); and (17) Central Illinois. Profiles include program descriptions, goals, achievements, and names, addresses, and telephone numbers of contact persons. A concluding section, which includes six charts, documents Red Cross chapters' nonmandated social services to their communities. (AF)

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Responding to the Needs of the **Homeless and Hungry**

American Red Cross

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Responding to the Needs of the Homeless and Hungry (ARC 4608-B) is the third publication highlighting what Red Cross chapters are doing for the homeless. This publication is a supplement to *Recognizing the Needs of the Homeless* (ARC 4608) and *Recognizing the Needs of the Homeless and Hungry* (ARC 4608-A).

The photographs in this publication were taken by Jim Hubbard.

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Introduction and Overview

The Hotels/Motels In Partnership Program, which is presented in this publication, describes a new resource that Red Cross chapters can use in responding to housing needs of disaster victims, homeless, and others who are in need of emergency assistance. The partnership program involves several hundred businesses in more than 200 communities throughout the United States. The chapters of the American Red Cross have been in the forefront of the expansion of the partnership process throughout the nation.

The profiles of chapter services to the homeless and the hungry offer information about how chapters (large and small) develop, fund, and implement programs in response to community needs.

The purpose of this publication is to—

- Document the various activities of the chapters.
- Promote information sharing among chapters.

In reading the chapter profiles, the dynamic characteristics of the volunteer and paid staff in developing their programs become very evident. Red Cross people are involved in networking and planning with private, voluntary, and public sectors to address a problem that is overwhelming in many respects. In rural, midsize, and large communities, Red Cross chapters have tapped funding sources as diverse as the Federal Emergency Management Agency (FEMA); city, county, and state agencies; foundations and private organizations; and in-kind contributions. It is also clearly evident that the chapters are greatly involved in keeping people from becoming homeless by enabling them to remain in their present housing or assisting them in obtaining a permanent residence.

The profiles in this publication represent a range of services and strategies that demonstrate the excellent creative ability of the chapters in determining what their community needs are, and in responding to those needs.

This publication is not a complete compendium of chapter services to the homeless and the hungry. The American Red Cross has more than 550 chapters providing direct services to the homeless and the hungry.

The chapter profiles have not been evaluated in any manner, and being included in this publication do not constitute an endorsement by national headquarters. Nothing in this document is meant to establish new national policies, standards, or procedures.

The concluding paper by Allen Berkowitz, Ph.D., director of Corporate Evaluation at national headquarters, begins to document the extensive array of nonmandated social services that chapters are providing to their communities.

This publication is intended to supplement the Program Exchange Process (PEP). All chapters with programs for the homeless and the hungry are therefore encouraged to enter their programs in the PEP catalog, and to provide regular updates to PEP when their programs are either revised or dropped.

It is hoped that this publication will induce chapters to begin or to expand their programs. Chapters can explore the range of existing programs documented in this publication to see if any ideas can be applied in their communities.

The programs described here were selected to show the diversity of ways through which chapters can assist people to achieve independence. I hope that you will find this publication helpful as you develop your own local programs.

Each program has a contact person listed from whom you can obtain more information. If you would like more assistance from national headquarters, contact Joe France in Military/Social Services.

George Hutchens
Vice President
Programs and Services
National Headquarters

Hotels/Motels In Partnership Program

Hotels/Motels In Partnership Program

Jenny was being beaten by her husband in Phoenix. She and her two children needed help. Tom and his family of four were homeless in Frederick, Maryland. They needed a place to stay. Nine students at Ohio State University were forced from their apartments because of a fire. The men needed shelter. Gail's car broke down as she was traveling from Michigan through Wichita. It was late in the evening and she did not have enough funds to cover the costs of the auto repair and housing for the night.

Jenny and her two children, Tom and his family, the nine students at Ohio State, and Gail are examples of the several thousand people that have been helped through the Hotels/Motels In Partnership Program during the past six years. This innovative program involves a partnership of hotels and motels that donate lodging for use by local social service agencies when other housing is not available or appropriate.

The Hotels/Motels In Partnership Program was announced in Wichita in September 1982 at a meeting of the President's Task Force on Private Sector Initiatives. The Wichita Lodging Association announced that its members were prepared to donate 500 nights of lodging to house people in emergency need through the American Red Cross, The Salvation Army, and the YWCA Women's Crises Center. The program was implemented on December 1, 1982.

Since that time, more than 10,000 individuals in emergency need have been housed through partnership efforts throughout the United States. The partnership program involves several hundred businesses in more than 240 communities throughout the United States. More than 140 partnership programs are operational and have been used in the past year to help those in emergency need. During 1988, more than 4,000 individuals have been housed through the partnership program. Half of those housed were children. Approximately one third were in imminent danger due to beatings, rapes, and abuse.

"Caring for people in need. That's what we are attempting to do through the Hotels/Motels In Partnership Program," explains Richard A. McDonough, national volunteer coordinator for the Hotel/Motel In Partnership Program. "All human life is precious. Everyone is worthy of respect and dignity. We have a responsibility to do all that we can to protect and preserve human life."

Chapters of the American Red Cross have been in the forefront of the expansion of the partnership process throughout the nation. National headquarters of the American Red Cross, through the generous support of Security Pacific Corporation, has been one of the major sponsors of the Hotels/Motels In Partnership Program.

Other agencies involved in the partnership process include local units of The Salvation Army, Travelers Aid Society, and the YWCA. Also involved are governmental institutions, religious organizations, family shelters, shelters for battered women and their children, and other agencies involved in providing care to those in emergency need.

In addition to the strong support from the American Red Cross, other national sponsors of the Hotels/Motels In Partnership Program include the United Methodist Urban Ministry of Wichita; The Salvation Army National Headquarters; the Presbyterian Health, Education, and Welfare Association; and Comic Relief.

The partnership program varies from community to community, depending on the needs of a particular area. Each participating hotel or motel provides a specific number of rooms and nights on a "space available basis" to local social service agencies. The agencies involved screen the people in emergency need and place those who do not need medical care or supervision in participating hotels or motels. The names of the participating hotels and motels are confidential and cannot be released to the general public.

In addition to donated lodging, the partnership process also includes the Restaurants In Partnership Program. In several communities, local restaurants provide donated meal coupons to those in emergency need through social service agencies.

Of the more than 240 partnership programs throughout the United States, 70 are coordinated by chapters of the American Red Cross. Chapters involved in the partnership process include those serving areas such as Casa Grande, Arizona; Manitowoc, Wisconsin; and Cedar Rapids, Iowa. Chapters serving mid-sized communities include Lexington, Kentucky; Tulsa; and Anchorage. In addition, chapters are involved in metropolitan areas such as Phoenix, San Antonio, Memphis, Nashville, and San Francisco.

"The Hotels/Motels In Partnership Program is an important resource for us," explains Barbara McCloud of the Capital Area Chapter of the American Red Cross in Tallahassee. "It allows us to help people in emergency need immediately while a case plan is developed."

In early 1988, a young couple with a seven-month-old baby came to the Red Cross in Tallahassee for help. The family had been sleeping in an auto for three nights and looking for work during the day. Through the Hotels/Motels In Partnership Program, the family was housed for three nights, a case plan was developed, and referrals were offered. Two days later, the family returned to the Red Cross for follow-up. By that time, the woman had found work. Arrangements were then made for the family to live in an efficiency apartment. The family was able to stay in the apartment for thirty days so that they could get back on their feet.

"The Hotels/Motels In Partnership Program was implemented in Frederick because of the essential need to cut emergency shelter costs of individual disasters such as house fires," says Lavonne Radonovich, executive director of the Frederick County Chapter of the American Red Cross in Maryland. "The Hotels/Motels In Partnership Program has cut costs substantially, leaving more dollars for us to use in other disaster areas." Since joining the partnership program in early 1987, the Frederick County Chapter has broadened its services to its community. Among those that have been helped were members of a family that survived an auto accident, battered women and their children, homeless families, and disaster victims.

The leadership of the Frederick County Chapter has helped to encourage formation of partnership efforts throughout central Maryland and south central Pennsylvania. Red Cross chapters serving Hagerstown, York, Lancaster, Harrisburg, and Carlisle are now part of the partnership process.

The South Central Alaska Chapter of the American Red Cross in Anchorage has been a strong participant in the partnership process. In 1987, the chapter used 128 nights of donated lodging to house 110 people in emergency need due to local disasters. In the first six months of 1988, Anchorage used 66 nights of lodging to help shelter 65 individuals in emergency need.

The Columbus Area Chapter of the American Red Cross in Ohio recently joined the partnership process. In June 1988, two major fires occurred in the same section of Columbus. One was at an apartment complex with Ohio State University students as residents; the other was a single-home fire involving a family with 15 members.

"Most of the students at the apartment complex were relocated by the complex management, but nine students could not be housed that night," explains Jim Leonard, director of Disaster Services at the Columbus Area Chapter. "We were able to house the students at a local hotel or motel immediately. The same was true for the family of 15. Because of the partnership donation, we estimate that we saved $760 that we normally would have paid for lodging in these two instances of need." The value of the partnership, though, goes beyond simple dollars.

The partnership program coordinated by the American Red Cross throughout the Metropolitan Phoenix area is one of the largest in the country. Almost all of those housed through the partnership have been battered women and their children.

During 1987, 392 nights of lodging were donated by 19 hotels and motels in Metropolitan Phoenix to house 410 individuals (including 248 children) in emergency need. This high level of use continued during 1988. In the first 10 months of 1988, the Red Cross used 363 nights of lodging to house 430 individuals (including 271 children).

Though other communities have since surpassed Wichita in terms of the number of nights of donated lodging, more people continue to be housed through the partnership in Wichita than in any other community. In 1987, 662 individuals (including 331 children) were housed in 12 hotels and motels. Through November 1988, 813 people in emergency need (including 409 children) were housed through the partnership in Wichita. "The Hotels/Motels In Partnership Program has become a well-established and valuable resource in the Wichita community," says Mike Wemmer, Emergency Social Services manager for the Midway-Kansas Chapter of the American Red Cross.

In addition to those directly coordinating the partnership programs, chapters of the American Red Cross are also involved in partnership programs coordinated through other social service agencies. For example, the American Red Cross in Boulder, Colorado, has access to the partnership through the Emergency Family Assistance Association. In Flint, Michigan, the Red Cross has access to the partnership through the Voluntary Action Center/Information and Referral.

Some of the situations helped through the partnership process may be well known to many of us. In the fall of 1987, a little girl fell into a well in Texas. While the nation watched, rescue workers

struggled to get her free. The Midland County Chapter of the American Red Cross provided 2,200 meals to the rescue workers through the Restaurants In Partnership Program.

When the Minnesota Twins won the World Series, many people in Minnesota were justifiably proud. Unfortunately, domestic violence did not stop for the games. Though the participating hotels and motels in Minneapolis and Bloomington were full because of the baseball games, the managers of the hotels and motels made sure that no woman was denied assistance. In the first year of operation by Cornerstone Advocacy Service, more than 300 people in extreme danger were housed through the Minneapolis–Bloomington Hotels/Motels In Partnership Program.

When Saragosa, Texas, was leveled by a tornado, the Ector County Chapter of the American Red Cross in Odessa housed a few of the survivors of the disaster.

When the *U.S.S. Stark* was struck by an Iraqi missile in the Persian Gulf, the body of one of the servicemen was sent to Columbus, Georgia, for burial. Family members were housed in a local motel for one night by The Salvation Army so that they would be able to attend the funeral.

It is in situations that do not receive such publicity, though, where the partnership process plays its greatest role:

- The Salvation Army intervention for an elderly couple terrorized by robbers in their home in Benton Harbor, Michigan.
- The willingness of the Travelers and Immigrants Aid Society in Chicago to help a man with AIDS receive shelter and provide transportation home to his family in the downstate area of Illinois.
- The sanctuary provided by Catholic Social Services in Corpus Christi (at the request of the federal government) to provide housing for a Polish family and for three Ethiopian stowaways, including two deserters from the armed forces of that country, seeking freedom in the United States.
- The compassion of the American Red Cross in Ft. Worth to provide housing for a young couple from a rural area while their child was receiving medical treatment at an area medical facility.
- The concern for human life shown by The Homeless Task Force in Atlanta for two pregnant women who went from local hotels and motels to local hospitals to give birth.
- The action by Red Cross chapters in such communities as Baytown, Texas; Colorado Springs; and Omaha to protect battered women and their children.
- The leadership of the State Attorney's Office in Jacksonville for criminal victims in need.

"This program is not a cure-all," explains McDonough. "There can be problems with such things as logistics, transportation, and security. Yet the willingness of business and social service agencies working together has shown that partnership activities are feasible and practical alternatives when other resources are unavailable or inappropriate."

All chapters of the American Red Cross that would like to join in the partnership process should contact:

Richard A. McDonough
National Volunteer Coordinator
Hotels/Motels In Partnership Program
P.O. Box 36435
Phoenix, AZ 85067
(602) 264-0228

Red Cross Chapter Program Profiles

Prince Georges County Chapter (Maryland)

Program Profile

The Prince Georges County Chapter began helping needy, hungry individuals and families more than 10 years ago. With limited chapter funds, we were able to start a very small food pantry to distribute canned goods. As the county grew to a population of 700,000, the number of needy people began to grow also. We had very limited success in petitioning local businesses and grocery stores for food funds. We became a member of the National Capital Area Food Bank to expand our food resources, which allowed us to purchase canned goods at reduced prices.

In 1987, we received $4,800 in FEMA funds to expand our pantry and help many more needy people in the county. We were able to provide 9,600 meals before the funding ran out. In early 1988, after proving that the need existed to expand the pantry, we received $13,000 in FEMA funding. This substantial increase in funds has enabled us to provide food to many more people.

Red Cross Role

The food pantry provides a four-day supply of nutritious, well-balanced food items to people in verifiable crisis situations. Many emergency food recipients are unemployed, disabled, elderly, or are waiting for public assistance and food stamps. Our program is intended to assist the hungry through a crisis with a minimum of paperwork and waiting time. Families are usually seen as soon as they are able to come to one of our offices with pertinent information such as verification of pending public assistance, workmen's compensation, and unemployment benefits.

Our food pantry is successful in part because of the ease in administering the program. All ordering and payment procedures are done by Red Cross staff members in our main office in the county, while bagging, storage, and inventory are done by volunteers at one of our branch offices. Paid staff and volunteers distribute food to clients through all four county offices. Referrals come from a variety of sources, including county agencies, churches, hospitals, and former pantry recipients.

By using existing manpower resources, almost any size chapter should be able to set up a food pantry. As we became more efficient and established in food distribution to the needy, we began adding to our food baskets USDA surplus items that remained after the community distribution centers (usually churches or the Department of Social Services) were closed. A Red Cross volunteer picks up from these local distribution sites the cheese, butter, rice, flour, honey, and cornmeal that had not been given out on the dates set aside by the government. We then add these items to our food baskets, keeping a record on which items have been distributed.

The Salvation Army has provided us with coupons to a local grocery store for our food pantry recipients to obtain milk, eggs, bread, chicken, beef, and apples free of charge. These items complement our nonperishable items and often extend the amount of food to a five- or six-day supply.

Future Goals

Because our program is relatively new in its present form and volume, we are striving to expand it to meet the needs of the increasing number of homeless and hungry people. To this end, we have established the following goals:

1. *To develop a program to deliver food to handicapped and elderly persons who are unable to come to our offices.* For example, wheelchair-bound individuals often have tremendous difficulty getting to the centers and carrying the amount of food in our baskets home. We have no system for home delivery, but often a paid staff member or volunteer will make an extra effort to deliver food in extreme circumstances.
2. *To obtain additional funding from other sources based on our success in running a program with limited FEMA funds.* We have recently submitted applications to the Maryland Food Committee and the United Way for financial assistance to expand our food pantry program. Early indications are favorable for receiving the grant awards.
3. *To work more closely with other agencies and organizations in the county, such as the Department of Social Services, Department of Aging, The Salvation Army, and Catholic Charities, in identifying the needy.* Our relationships with these agencies have been very productive. For example, we provide food baskets to the county's Family Emergency Shelter. The shelter social workers fill out Red Cross applica-

tions with the shelter residents and distribute the food to the families who stay in the apartment-style shelter for up to two weeks.

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St. Louis Bi-State Chapter and Missouri/Illinois Blood Services Region

Program Profile

The Red Cross provides transportation for the homeless from 5:30 a.m. to 7:30 p.m., seven days a week, as a component of the citywide homeless relief effort. This service is provided to clients in the city's homeless shelter system. These clients are transported to health-care appointments, job skills training, and job- and housing-related interviews. The various city shelters may arrange transportation through the Red Cross.

St. Louis County has a similar program that provides transportation for homeless individuals in the county. These programs are funded by grants from the St. Louis City and County Departments of Human Services.

St. Louis City

The purpose of the Homeless Transportation Program is to provide transportation services within the city of St. Louis to the homeless who are residing in emergency shelters. The program gives priority to families and single-parent families. The American Red Cross uses a 12-passenger van and an 18-passenger shuttle bus to transport the homeless clients from emergency shelters in the mornings to a day center where the homeless may stay during the day, and to government and social service agencies, appointments for housing opportunities, and health clinics. Transportation is then provided from these locations back to the emergency shelters in the evenings.

Transportation from the emergency shelters to the day center is provided on a fixed-route schedule between 6:00 a.m. and 9:00 a.m, Monday through Sunday. The program provides homeless clients at each of the participating shelters transportation according to a daily schedule. Between 9:00 a.m. and 3:30 p.m., clients are transported to and from appointments to government and social service agencies, job interviews, and doctor's appointments. Transportation to the shelters is provided between 3:30 p.m. and 8:00 p.m. Weekend and holiday transportation is provided between night shelters and day centers.

Since the Homeless Transportation Program began in December 1985, it has handled more than 30,000 requests for transportation. The program receives approximately 150 requests for transportation every day, and with existing resources, the program responds to about 75 percent of these requests.

Since the program began in 1985, an average of 2,000 homeless individuals have received transportation services each year.

St. Louis County

In January 1988, the Homeless Transportation Program was expanded to serve the needs of individuals in St. Louis County. The St. Louis County program was funded by the Stewart McKinney *Urgent Relief for Homeless Act (PL 100-77).*

Participants in the St. Louis County program generally receive shelter for an average of 90 days. There are four shelters in the county program.

All county shelters operate on a 24-hour basis, so transportation is needed for appointments only. Individuals can schedule transportation services to appointments between 8:30 a.m. and 2:30 p.m.

The county program presents a challenge since the various shelters and appointment destinations are more dispersed. The St. Louis County program uses a 12-passenger van to transport participants. An average day's travel covers more than 125 miles.

The Homeless Transportation Program is part of the Homeless Services Network funded by the city of St. Louis.

Second Chance Emergency Shelter

East St. Louis, Illinois, is a community just across the Mississippi River from St. Louis, Missouri. East St. Louis has a population of 55,000 and an unemployment rate of nearly 85 percent.

In 1985, the Ministers United Against Human Suffering (MUAHS), a local group of ministers and priests, opened the Second Chance Mission to help meet the need for shelter. Later that same year, the MUAHS invited the American Red Cross to manage the day-to-day activities—casework, meals, and intake—to operate the Second Chance Emergency Shelter.

The Second Chance Shelter is a family-oriented shelter, accepting both intact families, as well as dysfunctional families in need. This family orientation reflects the belief that the family is the primary support unit.

The administration of the shelter is managed through the Emergency Response Family Assistance unit of the St. Louis Bi-State Chapter. Present at the shelter site is a program manager, social worker, coordinator, food service workers, four shelter monitors, and a part-time maintenance worker.

The Second Chance Shelter is a 24-hour operation with 21 available beds. Although the American Red Cross maintains operational control, members of the MUAHS remain on the board of directors of the shelter. The residents may stay in the shelter up to 90 days, depending on circumstances and assessed need.

In the summer of 1987, the Second Chance Shelter formed the East St. Louis Shelter Network, which now encompasses over 30 local agencies. The network meets once a month to discuss issues and policies on shelter management.

The Second Chance Shelter is unique with a goal-oriented environment. The shelter assesses residents' needs, offers life-skills training through the Consumers Homemakers Education Program, and develops goal-oriented contracts between the social work staff and the residents.

These contracts reflect daily activities including housing searches with Project Hope (a local self-help ministry) and network agencies contacts (St. Vincent DePaul, Alcohol Rehabilitation Treatment, Comprehensive Mental Health).

The shelter offers chemical abuse rehabilitation, as well as personal and family counseling. Mental and physical health assessments, spiritual counseling provided by the MUAHS, child development activities through such programs as Providing a Sure Start, Parenting for Success, and Lessis Bates Neighborhood House, job training and school opportunities, and follow-up services after discharge are some of the many services found at the shelter.

The follow-up services are designed to head off any potential problems. The shelter would much rather spend time preventing homelessness situations, than pick up the pieces after crisis has struck.

Another aspect of follow-up is the Food Pantry Outreach. The pantry assists low-income families with their nutritional needs.

In 1988, the Second Chance Shelter expects to assist more than 4,000 people through both shelter assistance and outreach actions.

We believe this holistic approach has proven to be very successful in assisting people to find and remain in permanent housing.

Contact Person:
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Director, Emergency Services Administration
St. Louis Bi-State Chapter
Missouri/Illinois Blood Services Region
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St. Louis, MO 63108
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Lenawee County Chapter (Michigan)

Program Profile

Lenawee County, population 89,948, is located in southeast Michigan where a number of the residents are hungry, need temporary shelter, and live in unheated dwellings.

In 1984, the Red Cross chapter became involved in emergency assistance to the unfortunate in the county. The chapter assumed a leadership role in disbursing FEMA funds to those needing food, shelter, and financial assistance for utility payments. The chapter's proven record and reputation facilitated the receipt of these funds.

In 1985, the chapter continued helping the needy with FEMA funds. This program continues today. In addition, the Department of Social Services (DSS) offered the chapter a contract to assist the poor with temporary shelter and utility

shutoffs. The chapter's board of directors and staff accepted this challenge willingly.

At this same time the Michigan Gas Utilities Company began a program of assistance to their customers through the Red Cross, and the Lenawee County Chapter was among the program participants. In addition, a similar Red Cross heat-bank program was initiated with the local Citizens Gas Fuel Company. The assistance provided by these companies is directed to senior citizens and handicapped individuals.

The chapter continues to identify funding sources to maintain the DSS, FEMA, and heat-bank programs.

The DSS and FEMA funding is available for all ages. FEMA funding may be used for rent in addition to temporary shelter. Some of the basic needs of the poor, unemployed, or underemployed are met when this funding is available.

The chapter is a member of the Basic Needs Task Force in the county, which is seeking other funding resources. The funding is not adequate for the need. When the funding has been depleted, a referral system is in place to obtain some assistance through local churches.

The American Red Cross has been the provider of disaster assistance throughout the years. It is only to be expected that the emergency needs of the community would be met in whatever way possible through the local Red Cross chapter.

In 1987, the Red Cross chapter assisted 707 individuals with 21,210 nights of heat and other utilities, 201 persons with 4,060 nights of temporary shelter, and 1,573 persons with food for 28,859 meals. A total of 2,481 individuals received emergency assistance from $74,393 in grant funding.

Contact Person:
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American Red Cross
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Adrian, MI 49221
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Golden Gate Chapter (California)

Program Profile

The Golden Gate Chapter has established the Homeless Prevention Program targeted to seniors 60 years and older and disabled persons residing in the city and county of San Francisco.

Both the city and county have experienced a growing homeless population. While the homeless were once thought of as transient in nature and not from the local community, recent studies and surveys have proven otherwise. A large percentage of the homeless population is made up of single persons suffering various degrees of physical or mental disabilities, single persons or parents with children, and persons 60 years or older, the majority of whom previously made their permanent or long-term residence within San Francisco.

The Golden Gate Chapter's new program will focus on prevention of homlessness among the large senior and disabled population in both the city and county, attempting to—

- Resolve and remedy those problems that might lead to eviction.
- Assist clients to plan for the loss of housing and transition to a new housing situation.

Working with a consortium of community service providers, Red Cross Casework Services initiates a needs assessment of each client and responds to requests for assistance to resolve problems. Loss of housing can occur for a variety of reasons, and preventing or resolving homelessness often requires the intervention of more than one agency. The services needed may include adult protective services, eviction assistance, legal assistance, housing care, mental health, public health, financial management, rehousing, and transportation. By enlisting the specialized services provided by participating agencies, the chapter brings an enhanced approach to prevent homelessness among the defined client group.

Staff and Volunteer Involvement

One of the major efforts and goals of this program is to recruit volunteer staff for leadership, supervisory, and direct-service positions. As part of the program advisory committee, volunteers work with

the Social Services director and program coordinator to achieve program goals and objectives.

The Homeless Prevention program also includes a community education service, which is staffed by a community educator whose responsibilities include working with existing programs, training, and supervising a core of recruited volunteers for a local speakers bureau. The speakers bureau serves to make the public aware of the resources in the community for housing assistance, support services, and tenant's rights for those who may be threatened with loss of housing. The speakers bureau promotes the Golden Gate Chapter's homeless prevention services by making presentations around the community upon request. This outreach is designed to be as multilingual and multicultural as possible.

Linkage and Community Support

Through prior and continuing outreach efforts, the Golden Gate Chapter has developed strong working relationships with a number of community and governmental agencies, including the United Way, for delivery of social services. As part of this continuing relationship we have obtained the support and confidence of these groups.

Some of the agencies who have promised their support for the cooperation with our Homeless Prevention program include:

- Catholic Charities
- Central Relocation Services
- Community Mental Health Services, San Francisco Department of Public Health
- Economic Opportunity Council of San Francisco
- Legal Assistance for the Elderly, Inc.
- North of Market Senior Services
- Services for Seniors, Inc.
- Senior Information and Referral, San Francisco Department of Public Health
- Support Services for Elders, Inc.

Our future program goals include expanding the current homeless prevention services and the community education program to other populations at risk, including families. We are seeking funding from the public and private sectors to establish a rental assistance program to provide financial assistance for rent payment in order to maintain current housing or to acquire a new residence.

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San Francisco, CA 94109
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Anderson County Chapter (South Carolina)

Program Profile

The Anderson County Chapter in Anderson, South Carolina, provides assistance with FEMA funds to the homeless.

The chapter director serves on the local board of the Emergency Food and Shelter Program. The need for low-income housing is great in this area. For the past three years, the chapter has received FEMA funds for shelter. We have dispursed over $100,000 to clients who were facing eviction or foreclosure because of an inability to meet rent or mortgage payments.

Through September 30, 1988, the program has assisted 297 households involving 891 persons with 26,730 nights lodging.

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American Red Cross
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Greater Cleveland Chapter

Program Profile

The Greater Cleveland Chapter operates the Housing Relocation Program, which assists homeless families and individuals find and relocate to affordable permanent housing. The program was initiated as a volunteer operation in conjunction with the chapter's Disaster Services department in 1983. While its original intent was to help only those displaced by fire or other natural disasters, the program's objectives have been broadened to include assistance to those living in condemned or unsanitary building conditions, those residing in temporary public shelters, or those facing a legal, court-ordered eviction.

The Housing Relocation Program works in conjunction with landlords of private properties throughout the Cleveland area who have listed their rental properties with the chapter. Paid and volunteer staff provide eligible families and individuals with referrals to these properties, as well as a wide variety of supportive casework services that include advocacy, counseling, information and referral, and financial assistance.

The program has grown enormously since its inception. From January 1987 through December 1987, the program served over 800 unduplicated cases, representing 1,900 individuals. We anticipate that approximately 1,200 new cases, or over 2,600 individuals, will be served during 1988. The program is targeted at assisting the most disadvantaged in the community. Seventy-seven percent of those who receive financial assistance are public welfare recipients, with 80 percent representing minorities.

The problem of family homelessness is growing rapidly across the nation and is reflected in the increasing number of homeless families in the Greater Cleveland area. Over the past three years, the Housing Relocation Program's caseload has shifted from single males to families. Currently, family groups composed of single females with small children make up the majority of individuals assisted by the program.

Requests for financial assistance have increased significantly over the past several years. Cutbacks in welfare emergency assistance programs and substandard county Aid to Families with Dependent Children/General Relief benefit levels have had a tremendous impact upon the Housing Relocation Program. Families and individuals have fewer community resources available to help them; thus, they have an increased need for financial help. During 1987, over $100,000 was expended on grants to eligible clients. The projected cost for grants in 1988 will be more than $118,000. Financial assistance through the program is a one-time-only grant, usually to cover the first month's rent. The program offers such assistance only after all other community and personal resources have been used.

The program receives funding from a number of sources. Grants made to clients are primarily through Federal Emergency Management Agency (FEMA) funds. Staff and administrative costs are funded in part by Red Cross through its United Way allocation, and through a special $40,000 emergency shelter grant from the Department of Housing and Urban Development (HUD), administered by the City of Cleveland.

During fiscal year 1987–1988, the Housing Relocation Program also received a special $25,000 United Way Services grant, which enabled the staff to conduct a follow-up evaluation of all clients who received financial assistance. One of the findings from this study was the realization that counseling and follow-up services to housing clients need to be strengthened. During the next year, the chapter will re-examine and re-evaluate these services.

Depending upon the availability of FEMA funding, the chapter also periodically operates a Rent/Mortgage Assistance Program. This program is designed to assist eligible families who are faced with a legal eviction or foreclosure. Clients are provided with valuable budget counseling and, if needed, a one-time rent or mortgage payment. During 1987, the program expended over $15,000 on grants to clients.

The Greater Cleveland Chapter is a member of the Cuyahoga Transitional Housing Consortium, a broad-based coalition of public, private, and nonprofit agencies that applied for and received a special grant from the Department of Housing and Urban Development. This grant will be used to operate a model Transitional Housing Demonstration Project to assist eligible homeless families in the Greater Cleveland area. The chapter will play a pivotal role in this project by providing case management services to the families for a

successful transition to independent living. This project is funded for 10 years, beginning November 1988.

The Greater Cleveland Chapter is actively involved with a number of interagency task groups and committees that work together to develop long-range strategies to address the problems and needs of the homeless in Cuyahoga County. These include the Health Care for the Homeless Project, Cuyahoga County Transitional Housing Consortium, Northeast Ohio Coalition for the Homeless, and the Emergency Hunger and Shelter Board.

The chapter is also working with representatives from the City of Cleveland and the Northeast Ohio Coalition for the Homeless to develop a comprehensive, communitywide network of services for the homeless. Once a working draft for this homeless services network has been completed, it will be shared with potential funders, agencies, and groups serving the homeless.

We are confident that the Housing Relocation Program will continue to expand and improve through the dedicated work of its paid and volunteer staff to meet the increasing needs of the homeless population in the Cleveland area.

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Berks County Chapter (Pennsylvania)

Program Profile

Berks County Chapter in Reading, Pennsylvania, has been involved in the FEMA Emergency Food and Shelter Program since its inception over six years ago. The rent and shelter segment is administered and coordinated by the American Red Cross, S.H.A.R.E. (an agency funded by the Council of Churches and administered by The Salvation Army), and the Berks Community Action Program (B.C.A.P.), formerly the Economic Opportunity Council.

The Red Cross provides emergency shelter, rent, and utility assistance; S.H.A.R.E. provides rent and heat; and B.C.A.P. provides low-income housing and subsidized rent and mortgage. American Red Cross and S.H.A.R.E have an informal clearinghouse to prevent duplication of services. The program also assists abused wives and children to begin a new life.

Berks County Chapter received a total of $37,328 in the FEMA Phase V and assisted 234 families with rent, shelter, and utilities. FEMA funds for food are allocated to our local pantries and food banks.

Contact Person:
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Director, Emergency Services
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Douglas County Chapter (Oregon)

Program Profile

The Douglas County Chapter in Roseburg, Oregon, has operated a shelter program funded by FEMA grants ever since FEMA funds were first distributed to the county.

The chapter provides services in several forms: lodging in motels and shelters for persons without permanent shelter; a one-time, one-month payment of rent for persons under threat of eviction; a one-time, one-month payment of rent for persons who are evicted; and a one-time, one-month payment of delinquent mortgage payment to persons threatened with foreclosure.

In the last FEMA funding phase, the chapter received $15,000 for shelter and with this funding provided 6,150 nights of lodging. The majority of assistance went to pay rent for persons facing eviction. The American Red Cross shelter program has provided a safety net for many of the local mill workers who have been laid off by the timber industry during difficult economic times.

For the homeless without permanent shelter, the

chapter works closely with the Mission where men and women can receive up to three nights of shelter. Recently, the chapter purchased blankets, pillows, sheets, and pillow cases for the shelter's new women's section. The chapter also provides expense vouchers for families to stay in motels as another means of shelter.

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Roseburg, OR 97470
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Southwest Florida Chapter

Program Profile

The Southwest Florida Chapter, a territorial chapter, provides direct assistance to those in need through funding from the FEMA Emergency Food and Shelter program.

This assistance applies to four categories of need: rent and mortgage, utilities, temporary shelter, and food. The chapter maintains a resource list of motels and realtors to assist clients who need emergency housing.

The chapter initiated a food closet, and emergency food for three or four days is available to those in need. A Red Cross volunteer, who is a retired home economist, prepared a low-cost and nutritionally-balanced menu. The food closet is replenished as needed with shopping trips made by the food pantry chairman and other volunteers.

A local grocer has supplemented food-closet funding with 2,000 pounds of rice. That one ton of rice in three-pound bags will continue to assist the hungry in Sarasota for some time to come. Currently, young people with the Sarasota County Student Center have collected 100 cans of vegetables to contribute to the food closet. These are examples of how our program, which started with federal funds, is now attracting community-based support.

The chapter regularly contacts the local power and water companies on behalf of clients whose utility service was disconnected or who received termination notices.

The following tabulation of assistance provided is from FEMA Phase VI, which covered the period from March through September 1988.

- The total number of clients served was 738.
- That total breaks down to show 338 clients assisted with food for a total of 3,341 meals.
- 220 clients received utility assistance for 11,763 nights of utility service.
- 180 cases for rent, mortgage, or other shelter clients offered 4,755 nights of shelter at a cost of $3.64 per person.

The service delivery of our program focuses primarily on families; a large percentage are single-parent families. A program requirement for each client is a verified eviction notice or other documentation reflecting their circumstances of need.

This program is administered by the assistant director of Disaster and Social Services and implemented by a corps of faithful volunteers who have social service backgrounds.

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American Red Cross
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Oregon Trail Chapter

Program Profile

The Oregon Trail Chapter administers two programs with funds allocated by FEMA under the Emergency Food and Shelter Programs.

The Emergency Shelter Voucher Program is a year-round program that provides emergency housing vouchers for individuals and families of targeted populations who are without adequate and safe shelter and do not have the financial resources necessary to acquire it. The program receives funding from city, county, state, and FEMA sources.

The Emergency Rent Assistance Program provides one-time rent assistance to prevent eviction for low-income individuals and families in emergency situations. The time frame for this program is dependent on congressional allocation of FEMA funds and is not a year-round program.

Both programs use a clearinghouse management concept, which is administrated by the American Red Cross under the direction of the Social Services Department. The clearinghouse coordinates the intake of clients with community agencies who conduct interviews to establish eligibility. The agency worker refers the case to the clearinghouse to verify eligibility requirements, check for duplication of services, collect dates and statistical information required by the program, issue payments, and provide accounting and program support.

The American Red Cross maintains a clearinghouse staff: a coordinator responsible for day-to-day activities, reports, and data processing; a specialist responsible for receiving calls from the intake agencies and approving vouchers; and a secretary responsible for all payment processing and general office routines. A part-time specialist is hired during the times when FEMA allocation covers rent assistance. The director of Social Services is responsible for overall management of the program activities. Administrative costs for the Shelter Program are covered by city, county, and state sources. FEMA covers the administrative costs for the Rent Program only. Reimbursement for the director's salary is not a program expense, and the Red Cross provides supportive services such as volunteer recruitment, accounting monitoring, and office space for operation.

The goal of both these programs is a coordinated community effort to prevent or resolve homelessness. These programs are part of the community's larger plan using a number of resources to resolve homelessness, such as staff-managed shelters, emergency vouchers, volunteer-managed church shelters, transitional housing, and rent assistance. The American Red Cross, while operating the clearinghouse, has the opportunity to work closely with this community network.

This program year the Emergency Food and Shelter program assisted 1,108 households, prevented the eviction of 2,693 individuals, and provided 2,197 emergency vouchers to shelter 5,013 homeless individuals.

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Pikes Peak Chapter (Colorado)

Program Profile

In January 1983, the El Paso County Commissioners in Colorado and the Colorado Springs City Council jointly appointed a 40-member, blue-ribbon citizens' group, the Emergency Housing Task Force. The task force was charged to "determine the most effective and efficient means of providing emergency shelter and support services for persons who are in need of temporary general assistance in El Paso County." The task force presented its recommendations to elected officials in August 1983, and implementation began in May 1984, with the city, county, and United Way jointly funding the new emergency shelter operated by the Pikes Peak Chapter.

The chapter staff compile records that provide a description of the residents in the Emergency Shelter, a majority of whom are homeless persons in the Colorado Springs area. The homeless are not necessarily traditional transients who eschew structured, social contact. Some temporarily share living quarters with family or friends, or possess other options. Describing this population, by size or other characteristics, is difficult.

With regard to the Red Cross Emergency Shelter, the following statistics address the period between July 1, 1987 and June 20, 1988.

- A total of 6,046 persons resided in the shelter with 3,370 new admissions and 2,676 readmissions.
- The population averaged 212 persons per night with 77,463 total nights.
- This total represents a 10.7 percent increase over the previous 12 months, and implies a longer average stay, rather than an increase in the actual

number of individuals using the Red Cross Emergency Shelter.

- Approximately 69.5 percent of the shelter residents were single males, 7.3 percent were single females, 12.55 percent were couples, 0.5 percent were single males with dependent children, 2.1 percent were single females with dependent children, and 8.1 percent were children.
- Using the 212 persons per night average, these percentages yield 147 single males, 16 single females, 13 couples, one single male and five single females with dependents, and 17 children.
- Nearly 73 percent of the residents were white, 14 percent black, 10.4 percent Hispanic, and 2.8 percent Native Americans.
- Monthly, the Red Cross Emergency Shelter provides for 99 veterans, 17 disabled, and 9 elderly persons.
- Over 55 percent identify themselves as Colorado residents; the remainder include those interrupted in transit, job seekers, and migrants. Occupants learn of the Emergency Shelter primarily by word-of-mouth, but 37 other sources were cited as means of learning of the Emergency Shelter, including the local news media, the local police and sheriff's departments, The Salvation Army, the Pikes Peak Mental Health Center, and local religious organizations.
- Military service veterans comprise a significant percentage of the homeless and of the emotionally disturbed population among the homeless. The Red Cross Emergency Shelter is the only housing resource for homeless veterans cited by three agencies (Veterans Service Center, Veterans Resources Center, and Disabled American Veterans) serving in El Paso County.

The Colorado Springs Soup Kitchen is a community effort supported by local churches whose volunteers staff the kitchen. The Soup Kitchen provides a hot lunch to the Emergency Shelter residents and others seeking a meal.

It is essential for homeless children to receive educational services. Area school districts, primarily School District No. 11, cooperate in meeting the needs of the school-age children residing in the shelter.

Private service organizations, the Pikes Peak Chapter Red Cross Emergency Shelter, and the Domestic Violence Prevention Center for women and children provide approximately 325 emergency beds in the Colorado Springs area. At the Red Cross Emergency Shelter, there are two full-time case workers who provide support services and referrals to occupants of the shelter, four supervisors, a shelter manager, and two security guards who staff the shelter from evening to early morning. There is also one part-time case worker for transition efforts. The shelter daily provides a clean towel; two blankets; two meals; the opportunity to wash and dry clothes; and transportation to the Soup Kitchen, Social Services, and other facilities for women, children, veterans, the elderly, and the handicapped.

A number of service organizations, some under the umbrella of the United Way, coordinate with the Red Cross Emergency Shelter to provide services for the homeless. All agencies are experiencing funding shortfalls and have waiting lists for most client services.

Regularly scheduled visits by the El Paso County Health Department's Public Health Nurses, through a contract with the Community Health Center, provide health screening, counseling, and general public health services at the Red Cross Shelter and the Soup Kitchen. The nurses also provide immunizations, education programs, follow-up of health problems, and some case management. The Community Health Center provides medical care and medication for those Emergency Shelter and transition house residents who are ill. Community Health has added a medical provider and nurse at the center, a half-time equivalent nurse at the Red Cross Shelter, and a quarter-time dentist. Space in the Red Cross Shelter has been remodeled into a clinic and counseling area used by Community Health and Pikes Peak Mental Health Center. Volunteer physicians and nurses, as well as Community Health, provide primary care, X-rays, lab work, and medical supplies.

The Pikes Peak Mental Health Center has two case workers who regularly visit the Red Cross Emergency Shelter to provide mental health services and case management to the residents who have serious emotional problems, as well as to provide training for the shelter staff.

Consumable goods acquired by Care and Share, Inc. are provided at reduced cost to the Red Cross Emergency Shelter. The Red Cross provides a cold breakfast and a cold supper to the residents of its shelter. The Soup Kitchen provides approximately 400 hot meals a day to shelter residents and others.

The Red Cross also operates a transitional housing facility of seven units for families. Total case management assistance is provided to those households that need an avenue between the Emergency Shelter and independent living.

Creating a Community Cooperative Network

A housing emergency arose when El Paso County announced the closing of the county's Poor Farm, one of the last remaining in the nation. For almost a century, the Poor Farm had been emergency shelter for the homeless. It could house 49 persons, but was often virtually empty and experienced its highest use during the summer months when individuals and families passing through town sought temporary shelter. The county provided no case management or social services. The shelter's distance from the central business and service area in downtown Colorado Springs made it difficult for the residents to seek out jobs or services on their own.

Responding to the news of the closure, in January 1983, the City Council of Colorado Springs and El Paso County Commissioners agreed to form a 40-member, blue ribbon task force, including representatives from the business and service community as well as local citizens, to study the emergency housing needs. An aggressive local businessman chaired the task force and made sure the task force accomplished its goals. Through a group process, these diverse members of the community learned a great deal about local housing needs in the area and found common viewpoints on major issues. Within six months, the task force recommended a three-phase approach to sheltering the homeless:

Phase I
Provide a central emergency shelter where all homeless persons could be housed on a short-term basis while problems associated with their homelessness could be assessed and, if possible, resolved through a case management approach using appropriate resources within the community.

Phase II
Provide an intermediate housing facility for families and single women whose problem resolution might require six weeks to six months or more. Use the facility as a learning environment for the acquisition of daily living skills as well as job skills.

Phase III
Provide long-term group housing for emotionally disturbed persons with support services from agencies within the community encouraging maximum level of independent living.

In order to implement this plan, the task force recommended that the Poor Farm not be closed for a period of one to three years while alternative arrangements were being developed. The county declined to accept these recommendations, and closed the facility in January 1984.

During an interim of four months, while the task force and elected officials struggled for an alternative solution, the Catholic Church provided overnight shelter, and volunteers staffed the facilities where the homeless could sleep and receive coffee and doughnuts each morning. Approximately 40–60 persons, mostly single men, were served during that time.

The American Red Cross is a highly respected community organization in El Paso County. The chapter agreed to implement Phase I by providing shelter services under a contract with an El Paso County, City of Colorado Springs, and United Way funding consortium. The consortium brought a much broader base in community support for the facility and services to be provided.

The problem of funding a suitable and acceptable location proved difficult. Finally, a location in the central downtown industrial and commercial area of Colorado Springs was found, but required a conditional-use permit from the City of Colorado Springs. This entailed a lengthy process of petitioning the Colorado Springs Planning Commission, then, with their approval, gaining the approval of the City Council. The City of Colorado Springs used HUD "JOBS" funding for emergency housing to renovate the warehouse.

Almost immediately, the number of people in the shelter exceeded both those at the old Poor Farm as well as the temporary shelter provided by the Catholic Church. Most significantly, the demography of the residents proves quite different from that of the past. The shelter was serving many more families and children, including female heads of households as well as couples.

The American Red Cross emphasizes compassionate concern for the welfare of those in the shelter and has established a case management approach to serving their clients. The Red Cross takes advantage of its broad experiences in disaster services and combines these with a thorough knowledge of the community and services available to those in need. The Red Cross goal is to stabilize the lives of those they serve and to help them as much as feasible to resolve the problems that created their homelessness.

The response from the community was heartening, with many volunteering to assist in the shelter, others donating goods and services. The American

Red Cross began immediately to address Phase II of the task force's recommendations: to provide intermediate-term housing for families and single women while completing steps toward an independent living arrangement.

The American Red Cross coped with neighborhood resistance to the central shelter by inviting people from area businesses and residences to a public meeting at which they could air their grievances. In addition, the Red Cross invited those present at the meeting to participate in program activities at the shelter along with other community volunteers. Fears that the presence of the shelter adjoining a residential neighborhood had increased the crime rate were dispelled by Colorado Springs Police who presented statistics and pledged support to the neighborhood.

The well organized American Red Cross operation of the shelter and strong community support helped to mitigate any complaints raised. However, neighborhood resistance came just before a critical point when the Red Cross was requesting the Colorado Springs Planning Commission's approval to expand into an adjacent section of the warehouse. Concern that this step would further arouse the neighborhood proved unfounded, primarily due to the skillful efforts of the American Red Cross working with neighborhood residents.

Expansion of the shelter was needed as the Red Cross found the overall number of shelter clients increasing significantly during 1984. A number of street people seeking shelter in the fall and winter of 1984 when the weather became inclement created a client mix that threw together many persons with disturbed behaviors with families and small children. Furthermore, in 1985, the client numbers continued at around 100 persons, with frequently as many as 160 persons being sheltered in a space that permitted no separation of clientele.

Again HUD "JOBS" funds were used to accomplish the renovations necessary to expand the facility. The approval process through city government was lengthy, albeit successful. Fortunately, a mild winter made crowding of shelter intermittent. The expanded portion of the shelter was ready for occupancy by March 1986.

As they provided services, the American Red Cross collected data that showed that of the 3,941 persons served in 1985, 3,535 were adults and 406 were children. The number of client nights for the year was 37,439. Also, 55 percent of those served lived in the area and 20 percent of the adult population had employment when they came to the shelter, while 55 percent stated they were seeking employment.

In 1986 the numbers jumped to 6,551 people sheltered with a total of 61,897 client nights. In calendar year 1987, 6,058 people were sheltered with a total of 73,910 client nights. Residents were having to stay longer and the percentage of local residents jumped from 55 percent to 75 percent.

Housing clearly poses a severe problem for many people in America today. In Colorado Springs, a number of housing myths have fallen:

- The homeless are single men with drinking problems.
- The homeless don't want to work.
- The homeless are transients and drifters just passing through town.
- You can't help "those people."

Phase III: In Progress

Although the elected officials dissolved the task force at the request of its members, many task force members continued to seek ways to fully implement its three-phased recommendations:

- The United Way took the lead in forming a working committee of service providers for the emotionally disturbed to determine the types of housing needed by these special populations.
- The Health Association formed a committee to address zoning constraints that make location of group homes difficult in Colorado Springs.

Transition House

An exciting and innovative aspect of the Red Cross shelter program is its Transition House, which opened in May 1985. A seven-unit apartment building, housing single parents or couples with children, this facility was purchased by a local foundation and renovated by city CDBG funds with assistance from the local Home Builders' Association. The operational budget for 1987 was $36,000.

The Transition House has elements of the Emergency Housing Task Force's recommendations to the City Council and County Commissioners. Families who live in Transition House are motivated to turn their lives around, but need more extensive support for an interim period. During an almost two-year period, a total of 37 persons have benefited from living in the Transition House, 24 of them children. In that time, only one couple has failed to successfully complete the program goals. The Transition House as an alternative

appears to be less expensive and more effective than the traditional welfare system.

The executive director of the Pikes Peak Chapter, Leslie Cook, has been strongly involved in setting up this program. She knows each family in the program and works closely with staff and the community voluntary network. The apartment unit is managed by a woman with previous experience in apartment management. She was once sheltered at the domestic violence program's Safehouse and is empathetic with the residents' problems, but also knows they must tackle their own problems with vigor and toughness to overcome them.

Mrs. Cook explained that traditionally the Red Cross has not done "total case management," so she and the Red Cross staff began an intensive study of the resources in the community. She said, "It is unreal how many resources there are." For example, the Women's Resource Center became their referral for screening and testing adult female tenants to determine their education and skill levels. Each tenant was placed in an education or training program to strengthen her abilities in accordance with a plan developed with her counselor. Some are attending job training, others are in on-the-job training, and others are attending classes at the community college.

Many of the tenants needed referral to the Community Health Center for medical attention for themselves or their children. Many families experienced trauma from being homeless. Some had been victims of domestic violence and received counseling from the Pikes Peak Mental Health Center.

The Assistance League provided new clothes for all of the children for school, so they are dressed like the other children in the neighborhood and will not feel uncomfortable about their appearance. The school district has been most responsive. Teachers are aware of the children's backgrounds and give them extra academic and personal attention. As a core-area school district, the schools the children attend have numerous special programs from which the children are benefiting.

The County Social Services Department has worked closely with the Red Cross counselors, providing services to target the particular needs of each family. Mrs. Cook stated, "Most of our tenants lack knowledge of the system of resources in the community, and it is this knowledge, as well as other skills, that we offer as they work with us." The tenants sign a variety of papers that enable the Red Cross to intervene in their behalf as they work toward their independence.

Some of the tenants' training programs necessitate staying at Transition House for prolonged periods. Two families have lived there for almost two years. Others may have only a short-term stay, as in the case of a mother with two teenage daughters who realized after a few weeks of counseling that she needed the support of family in her own hometown.

In another case, one father at Transition House held several jobs that did not seem to last. He decided to join the Navy. His wife, who was pregnant, remained at Transition House where she could receive medical care from the Community Health Center while he was in boot camp. When he had saved enough money to get housing for them, his wife was able to join him.

Each tenant pays rent, based on HUD guidelines, building the experience of responsible management of their financial affairs. A tenant's high degree of motivation can be exemplified by one mother with three children who is training at the local community college to become a draftsperson. The apartments are not large, and with three small children, space is at a premium. The mother designed and constructed built-ins for her apartment, including beds and shelves, creating more efficient use of the space. The tenants go to the Goodwill store and buy materials for drapes, creating an atmosphere of home. This contrasts sharply to the myth that tenants in low-income housing are destructive. A dentist, who is a Transition House neighbor, recently told Mrs. Cook that he had never seen the apartment building look so good.

Mrs. Cook tells a heartwarming story of a young man working on his Eagle Scout Award who recruited other Scouts, raised money, and built playground equipment for the children at Transition House. A small area, which was formerly a parking lot, had been fenced for the children, but lacked equipment. The Scouts built a raised sandbox, swings, and a basketball hoop, making it a delightful area for all children.

At the Women's Resource Agency's annual reception in April 1987, two women gave moving testimonials of the benefits of the Red Cross shelter and Transition House, as well as the Women's Resource Agency. These large receptions can be intimidating, and standing before an influential audience of business representatives and community volunteers demonstrates the self-confidence which these programs have given to their clients.

Assisting its residents to gain self-sufficiency and self-assurance is the goal of Transition House. Its

phenomenal success rate demonstrates the need for many replications of this project.

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Pioneer Valley Chapter (Massachusetts)

Program Profile

Because many other agencies in this area are involved in the actual shelter and food programs for the homeless, this chapter decided to seek funding for payment of one month's rent or mortgage to prevent eviction or foreclosure. When the clause was added to the FEMA guidelines allowing for payment of a first month's rent, we included it in our proposal for the next phase of the funding. The local area has been somewhat hampered by the decrease in the allotment to our county due to the drop in the unemployment figures. However, since January 1987, this chapter has received $35,087, and as of September 29, 1988, has spent $34,748 to prevent homelessness. The funding has provided 5,442 nights of shelter at approximately $6.39 per night.

Rent and Mortgage Payment to Avoid Eviction or Foreclosure

The client must have a legal eviction notice for nonpayment of rent. Most of the clients are referred from another agency. The Red Cross caseworker talks with the client and the landlord. The caseworker contacts the landlord to gain assurance that the client will not be evicted if only one month's rent is paid. Often if the client owes several months' rent and the payment of the one month will not make a difference, the client may be evicted anyway. Red Cross will not use the fund when this is the circumstance. However, when the landlord receives a month's rent, there are instances where this payment assists in working out a payment plan for the remainder of the back rent.

First Month's Rent

Throughout the Hampden County–Pioneer Valley Chapter area, housing rents are high. The rental agents often ask for the first month's rent, the last month's rent, and a security deposit. This frequently translates into more than $1,000 in order to secure occupancy of an apartment. This dollar amount makes it prohibitive for families or individuals with low to moderate incomes to secure a decent apartment. The Emergency Food and Shelter fund has been used to assist disaster victims who can only afford one of the three payments usually required. Regular disaster funds can pay one part, the fund pays another, and the disaster client pays the third portion.

The fund has also been used to assist members of the military with their housing. Recently, a serviceman stationed at a local Air Force base came into our office seeking assistance. He had been living in family quarters at the base. However, while the serviceman was out on maneuvers, the wife took all their possessions with her and disappeared. This made it necessary for the serviceman to vacate the apartment in family housing within 15 days. He was able to find an apartment in the city for $520 per month, and once re-established, he felt he could handle the finances. However, an additional $520 was required as well as a key deposit of $15 for a total of $1,055. The serviceman was seeking a loan to be repaid on a monthly basis from his pay. The chapter allocated Emergency Food and Shelter funds to pay the first month's rent portion of the total. The chapter then made a loan to the serviceman of $535 to be paid back according to a payment plan. Since his salary was between $800 and $900 per month, the serviceman will have a smaller amount to pay back, which will ease his situation.

Statistically, with the current total award of $9,620, the chapter has expended $9,281 from February 1988 to October 1988, representing the following breakdown:

- 19 rents paid to avoid eviction
- 3 rents paid as first month's rent
- 1 mortgage payment made

A total of 23 families were kept from becoming homeless in eight months.

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Mahoning Chapter (Ohio)

Program Profile

The Mahoning Chapter has been one of the coordinating agencies in this community since the FEMA program started five years ago. The Red Cross, The Salvation Army, the Catholic Service League, and the Youngstown Area Community Action Council comprise the local committee for FEMA under the sponsorship of the United Way.

The Mahoning Chapter is responsible for approximately 25 percent of the services provided for the residents of Youngstown and Mahoning County. The chapter supervises the distribution of food and shelter through a variety of agencies. Rescue Mission and Battered Persons Center for shelter and feeding; Rescue Mission, St. Andrew's AME, and St. John's Presbyterian Churches for soup kitchen feeding; Antioch Baptist Church, Centenary United Methodist Church, and Associated Neighborhood Centers for food pantry distribution on the north side of Youngstown; and Canfield Operation Blessing, Trinity Full Gospel Church, and Cathedral Outreach for distribution in the county and western townships.

The coalition that the Red Cross supervises is similar to the other distribution centers supervised by other lead agencies in the community.

The coordinating committee feels that the current levels of feeding and providing emergency shelter are adequate to help cover the emergency needs of this community. Much discussion took place early on that more shelter was a concern. This was resolved when the Rescue Mission provided additional space to accommodate families and single males. We also realize that the efforts of our committee and all of the supporting agencies are only supplemental to a primary food program for those in need.

With direct services or indirect assistance, this chapter has helped to provide to the Youngstown–Mahoning County community 86,510 meals and 1,500 nights of lodging. These numbers represent about one fourth of the services provided in our community under this program.

The Mahoning Chapter is proud to be part of the FEMA Emergency Food and Shelter Program. We consider the work involved as one of our responsibilities to the community.

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Garland County Chapter (Arizona)

Program Profile

This chapter has administered a grant through our local United Way from the Federal Emergency Management Agency for about four years. We split the grant equally with The Salvation Army each time. The Salvation Army assists with rent payments for those qualified, while the Red Cross provides help with utility payments such as gas, electric, and water bills.

The grant amounts shared with The Salvation Army range from $4,000 to $44,000. Approximately 2,409 individuals and families were helped in the four-year period.

To qualify for help, applicants must prove that an emergency situation exists. This emergency can be caused by illness, injury, abandonment of a family by the breadwinner, a sudden loss of employment, or other extenuating circumstances.

The grant is provided only for the late winter and mid-summer months, and must be used completely by September 30 of each year or the balance is returned to the government.

Due to the very poor economy in our area, using the total grant has never been a problem. If anything, we could use twice the amount for twice as long.

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Dayton Area Chapter

Program Profile

The Dayton Area Chapter operates a 20-unit apartment facility for the homeless. The chapter leases the apartments from the Dayton Metropolitan Housing Authority. The chapter is responsible for all shelter operations including the provision of casework services. The apartment units have a kitchen, living room, bath, and one to three bedrooms. The facility is easily accessible to families by car and bus. The program staff offices are also located in the apartment complex.

The Emergency Housing Program is available to families who need temporary housing due to eviction or individual crisis (fire, gas leaks, no utilities, abusive situation, or unsanitary conditions). Families may remain in the apartment for two weeks, during which time they will be assisted by casework staff to evaluate the crisis and prepare for a permanent alternative for housing needs. Our program provides trained social workers to counsel and assist the families. After addressing the immediate needs for food, shelter, and clothing, the casework staff assist the families in seeking solutions to the problems that caused their homelessness.

Follow-up casework services are provided for a period of one year to families after they leave our program. This follow-up helps to maintain family stability, provides ready assistance should other problems develop, and can prevent a crisis that may bring these families back into the social welfare system.

The program has operated at full capacity since its beginning in 1980. We serve approximately 600 families per year. Our statistics show that 90 percent of the families who have been in our program have stabilized and remained in permanent housing.

Families are asked to complete a client satisfaction survey when they leave the program. A follow-up survey is sent to the clients three months later in addition to direct contact by our caseworkers.

An advisory committee of the Red Cross chapter's board of directors monitors the program. Monthly statistical reports give an accounting of the number of clients who apply, receive, or are denied entrance to the program, as well as client ages, demographic data, outcomes, and referring agent.

The program is under the direction of the Community and Military Services department of the chapter. The program is funded by Federal Emergency Management Agency, County Human Services Levy, United Way, State of Ohio, and individual contributions. The cost of the program is approximately $130,000 per year.

New Emergency Housing Program

In addition to the present Emergency Housing Program, the Dayton Area Chapter is also building a new seven-unit apartment complex for homeless families in Greene County, 20 miles east of Dayton.

The complex will consist of seven 2-bedroom apartment units with kitchen and living area and bath. We estimate that we will be able to house 160 families per year at an average length of stay of 14–16 days.

This project will be modeled after our existing program using the same eligibility requirements and services to the families. We will provide trained social workers and follow-up casework services to the families.

The shelter is expected to open October 1989. The project has become a communitywide effort. We have received a $100,000 Venture Grant from United Way, $25,000 Community Block Grant funding, and $37,000 from HUD to build and furnish the shelter. The labor unions, through their apprentice programs, have offered to build the complex and donate the labor.

Estimated cost to operate the program is $60,000 per year.

Emergency Resource Bank

The Emergency Resource Bank is dedicated to providing emergency food assistance to people in crisis situations. It operates a food bank that procures, warehouses, and distributes food to community emergency food pantries and supplemental feeding programs in a three-county area. Volunteers

staff the pantries, and pantry space in church buildings and community centers is donated.

The pantries provide a three-day supply of emergency food to people who are experiencing sudden misfortune or who are waiting for assistance from government programs. The pantries normally provide assistance up to four times a year per case; however, extreme circumstances may warrant an extension.

A social worker, minister, or representative of a community agency, refers clients to the neighborhood food pantry. The referral provides the names of the persons to receive aid, the number of people in the household, and a pick-up time for the food. Pantry workers assemble the order, which includes food for nine meals, and complete an intake form when the recipient collects the food. The food is given free of charge.

The Emergency Resource Bank operates a bulk food purchasing program; purchasing food in large quantities at substantial savings and selling at cost to the pantries. Cash contributions and private fund-raising efforts enable the Emergency Resource Bank to give credit allocations to food pantries, which they use to obtain food at no charge. These allocations provide a substantial supplement to the money the food pantries are able to raise through their sponsoring organizations.

The Emergency Resource Bank also acts as the coordinating agency for all major community food drives, by collecting and distributing the food to the pantries.

The Emergency Resource Bank also provides donated food to the pantries through the Second Harvest program. In 1984, the chapter joined the National Second Harvest Food Bank Network. Second Harvest exists to reduce food waste and to feed the needy. Though some food loss is unavoidable, much discarded food may still be wholesome, but can't be sold in stores due to mislabeling, cosmetic defects, production overruns, or expiration dates. The Emergency Resource Bank receives this food from national food manufacturers and retailers, as well as solicited donations from local sources.

To help defray some costs associated with this program, food pantries pay a shared maintenance fee for some foods at 12 cents per pound. Food pantries can stretch their buying power and have the convenience of receiving donated food without approaching donors directly. The result is that less food is wasted and more hungry people are fed. In addition, food manufacturers and retailers receive tax benefits and good publicity from donating rather than destroying food.

The Emergency Resource Bank delivers much of the food to those pantries who are members of the Hunger Coalition. The Hunger Coalition is a network of more than 50 food pantries, store fronts, meal programs, agencies, and churches. This coalition provides the backbone of emergency food distribution by nurturing a volunteer system for operations. This volunteer system defines the needs of the hungry and responds through appropriate agencies. In addition, the Hunger Coalition increases community awareness through various media about the seriousness of the hunger problem.

It is also the job of the Hunger Coalition to make certain that food pantries operate within basic guidelines to assure a uniform standard of service, and that support systems, such as the Emergency Resource Bank, are fully used.

The Emergency Resource Bank is funded by a number of sources—Federal Emergency Management Agency, United Way, businesses, churches, private agencies, and individuals.

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Ventura County Chapter (California)

Program Profile

Ventura County is one of the fastest growing communities in Southern California. With ideal weather and many recreational facilities available, it is no wonder so many people are making their home here. However, underlying this growth is a serious problem with homelessness. With the population growth has come a decrease in affordable housing and an increase in the costs of housing to purchase or rent.

The Ventura County Chapter has been participating in the FEMA Emergency Housing and Feeding Program since its inception in 1982. At first concerned that participation in this program would mean the development of a separate department to handle the number of requests, we quickly learned that this didn't have to be the case in setting up a direct service program to meet the needs of the homeless and the hungry in our community.

Need

In Ventura County there is currently a vacancy rate of less than 2 percent for living units. Current rentals cost $350 for a room in a boardinghouse situation and $650 for a one-bedroom apartment, with rental rates increasing accordingly with unit size. Most self-standing, single dwellings will rent for a minimum of $800 per month. Purchasing a home is also a real problem here with most homes priced out of range of families earning less than $40,000 annually. With the average household income in Ventura at about $32,000 per annum, it may be hard to understand why we have a homeless situation, yet we do. Just drive past any of our county parks and you'll see motor homes and trailers set up in a semipermanent setting. Talk to people and you'll hear of children moving back into the home, or hear from the lucky ones who can't find housing, how they rent a home from a family member.

The housing situation as it currently stands is enough of a problem, but we also have a unique situation in that we have seen several trends occur within this county that are frightening. First, we have been hit hard by the oil recession that affected a large part of our economic base and caused a large part of our population to be suddenly unemployed. We have seen also an increase in the service sector of the economy here, which is low-paying employment. Second, many families lured here by our temperate climate and a perceived boom in jobs have found that life in this county is very hard without a job. We have seen that some unemployed have been finding work, yet it is only part-time or on a day-to-day basis, creating new economic groups of underemployed as well as unemployed.

Program

When the FEMA funds first came, we had many questions about administering the program. The eligibility regulations and the spending criterion were provided. The chapter decided that since the staff was small the best way to administer this program would be to use current program forms modified to this situation. Using Disaster Services 901 forms and 140-C forms and creating one new form to certify receipt of funds started the process of maintaining a simple program.

At the onset, we decided we would process only those clients who had been referred to us from either the DPW (Public Social Services Agency), the Unemployment Office (California Employment Development Department), and other social service agencies (The Salvation Army, Catholic Social Services, and others) who work with the homeless on a more permanent basis. We also decided that we would take the responsibility of assisting with one month's rent to prevent eviction or to place a homeless family or individual in permanent housing. We would also provide a maximum of two weeks of food and a maximum of one month's utility bill to prevent shutoff. In some cases we financed less than one month's lodging, but only when a month's rent would not meet the need.

As part of the program, we participated actively with the local board for this program and with the other agencies involved to ensure maximum unduplicated assistance to as many homeless as possible. During the running time of the programs (usually between January 1 and September 30 of the program year) the various agencies involved in the FEMA program were constantly in contact, checking on each other's caseload to ensure that no family or individual received duplicated aid. The agencies also acted to fill gaps within the program ensuring that a homeless family or individual received the full benefit of the program.

Needless to say, verification was extremely important in this program. Everything was verified, including the referring agency, income (if any) to a former or current employer, current landlord, and possible new landlord. All services provided by this office were completed in a one-day time period, which took into account transportation problems and other family and personal commitments. As soon as the 140-C form was completed and we had the white copy, the bookkeeping process took only two to three days to complete, including the landlord or merchant receiving their check from the Red Cross.

Results

Over the past six years, Ventura County Chapter has seen on the average more than 200 clients dur-

ing any given program session. The average cost per meal has been approximately 96 cents. Lodging per night, per person has averaged $8, taking into account temporary lodging in motels as well as monthly rentals. Utility costs per day, per individual have run approximately $5 on the average.

As a result of our participation in the FEMA Emergency Housing and Feeding Program, the community perceives this chapter as a leader in the homeless endeavor. We have experimented with emergency shelters for the homeless in times of extreme weather and have provided shelter management courses for those agencies and other groups involved in sheltering the homeless. This chapter is currently a member of the FEMA Local Board, Homeless Loan Program, and Ventura County Homeless Coalition. Another interesting note is that we have received donations, particularly for our Emergency Homeless Shelter, in the amount of $1,500 and a grant from a local corporation in the amount of $5,000 to fund a program similar to the FEMA program.

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Central Illinois Chapter

Program Profile

The Central Illinois Chapter has been active with the FEMA Emergency Food Shelter Program beginning with Phase I when we participated through the United Way as a Local Recipient Organization (LRO) administering funds for food and shelter to families.

The Red Cross continued to administer funds as a LRO for Peoria County, while at the same time receiving funds direct from FEMA Emergency Food and Shelter Program in Tazewell County, working with several agencies and food pantries.

Within the last three years, the chapter has been involved with adminstering funds for three additional counties: Stark, Woodford, and Marshall. The chapter has worked with approximately 24 different agencies, churches, and food pantries. The American Red Cross was responsible for paying all bills and dealing with all merchants on payments, but the other organizations were responsible for dealing with the individuals on a one-to-one basis. The chapter also was responsible for the entire reporting sequence to FEMA for the four counties and filed a LRO report with United Way for Peoria County.

Since the inception of the program, the Central Illinois Chapter has taken an active role in dispensing and administering more than $100,000 of funds for the sole purpose of meeting the emergency needs of individuals with food, housing, or utility assistance.

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Nonmandated Social Services in the American Red Cross

What the CORIS System Is Telling Us About Nonmandated Social Services in the American Red Cross

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Corporate Planning and Evaluation

Prepared for the Emergency and International Operations Conference

Phoenix, Arizona

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The American Red Cross provides a diverse set of services, programs, courses, and products to individuals with different needs. The Corporate Strategic Plan, approved by the Board of Governors, provided a framework for the grouping of these activities into five Lines of Service (LOS): Military/Social Services, Health and Safety, Disaster, Blood, and Transplantation. Within the Military/Social Services LOS is included the traditional emergency assistance to military personnel and families as charter services. These activities include nonemergency assistance to alleviate chronic, identifiable problems of the community or an individual.

Approximately 15 percent or $129 million of the total corporate budget for fiscal 1985 is spent in this line of service. In the absence of any official national strategy regarding nonmandated social services, local chapters and SAF stations have determined what, where, and how to provide any or none of these services.

Until this fiscal year, no data was systematically collected by the Red Cross on the extent and magnitude of nonmandated social services or the percentage of these services provided through charitable contributions or through grants from private or government sources.

The Chapter Operations Review Information System (CORIS) has provided new and much needed information on the scope of nonmandated services and the sources of funding for our Key Resource Chapters. This information will eventually permit greater definition to the scope of the Social Services Line of Service (see Figure 1). The date of this conference prevents a presentation on SAF and non-KRC chapters, but we will tabulate this information over the next two months.

Figure 1

Key Resource Chapters

What CORIS Data Is Telling Us

- **Scope of Service**
- **Sources of Funding**
- **Giving Definition to the Social Service Line of Service**

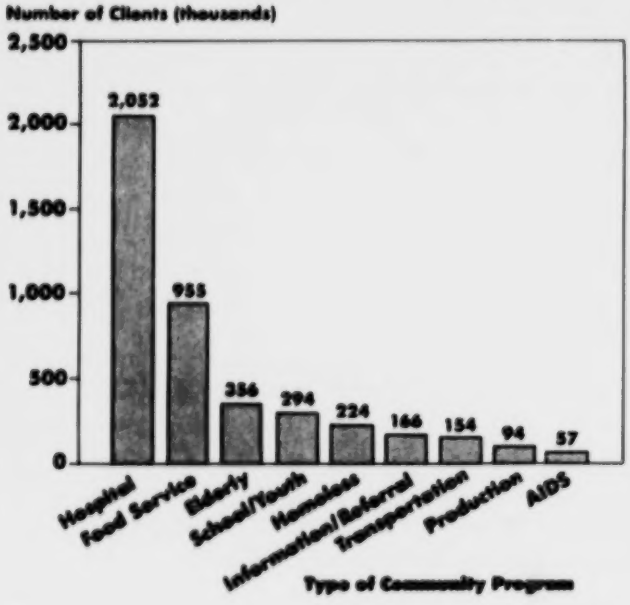
In our request for information from chapters, 17 program categories were preestablished for nonmandated social services. These program categories were based on program listings in the Program Exchange Process (PEP). Figure 2 shows the number of clients in thousands by the top 10 program areas. It is probably no surprise to learn that the Red Cross served 2 million individuals in hospital programs. KRCs also reached 955,000 individuals through food service programs, 356,000 individuals through elderly programs, 224,000 through homeless programs, and hundreds of thousands of others in transportation, production, AIDS information programs, and information and referral services. Program areas not shown in Figure 2 include, for example, day-care centers, correctional institutions or prisons, language banks, latchkey children, and telephone reassurance, which serve many fewer individuals.

It may be surprising to learn that we reach over 5 million clients in KRCs alone in nonmandated social services. How widespread are these programs in individual KRCs? Eighty-three percent of the KRCs sponsor or support at least one nonmandated social service program, with a total of almost 700 programs reported by KRCs. Of the 190 KRCs, 33

Figure 2

Nonmandated Social Service Programs

Number of Clients Served, FY 1987–88



reported no programs on nonmandated social services. However, in any given program area only 3 percent to 40 percent of KRCs are involved. The table in Figure 3 and the bar chart in Figure 4 show the number and percentage of KRCs offering specific programs. The highest percentage (38.4 percent) is in transportation programs, followed by programs for the elderly (33 percent) and homeless (34 percent). While the largest number of clients served in any given program is in hospital programs and food service programs, only 26 percent and 18 percent of KRCs, respectively, are involved in these programs.

It is interesting to note that while almost a million clients were served in food service programs, only 18 percent of KRCs are involved in this area. The smallest percentage of KRC involvement was in day-care centers, with only 3 percent of KRCs reporting programs in this area. With the increased demand and attention given to child care, it will be interesting to see if more chapters become involved in this area in the future.

What are some examples of these programs?

The number of programs per chapter ranges from one to ten or more. While CORIS data-collection efforts were geared toward specific programs such as transportation, programs for the elderly, and the homeless and needy, we found that the types of community programs offered cover a broad range. One example in the area of transportation is a program titled "SCRAM" (Senior Citizens Rides In A Moment), which is offered by the Midway Kansas Chapter and administered by the Emergency Services Department. Another example of a program in the transportation area is a "Drive-A-Teen" program sponsored by the Youth Services Department of the Yakima Valley Chapter (Washington).

The following are some examples of specific programs and the chapters sponsoring them.

Programs for the elderly

Carrier Alert - Indianapolis Area Chapter
Widows' Group - Genesse Lapeer Chapter (Michigan)
Victims of Crime - Midway Kansas Chapter
Volunteer Shoppers Program - Montgomery County Chapter (Maryland)
Vial of Life - Greater Milwaukee Chapter

Programs for the homeless and needy

Furniture Banks - Monroe County Chapter (Indiana)
Heat Bank Utility Program - Saginaw Chapter (Michigan)
People's Center Free Clothing - Pioneer Valley Chapter (Massachusetts)
Energy Assistance - Prince Georges County Chapter (Maryland)

There are some programs that appear to be unique to an individual chapter such as the Diaper Program in Snohomish-Island Counties Chapter (Washington) and the Post Office Surplus Samples in Fairfax County Chapter (Virginia).

The next important question is, Where does the money come from to support these programs? We now know 52 percent of the nonmandated social services come from unrestricted chapter funds. However, almost 13 percent are funded through grants from private foundations or the government, 9 percent are funded from restricted donations, and almost 16 percent are from multiple funding sources (see Figure 5).

Figure 3

Community Programs

Program categories	Number of KRCs offering program	Percent of KRCs	Number of clients	Percent of total clients
A - Community Information/ Referral	44	23.10	165,604	3.23
B - Corrections/Prisons	13	6.84	1,450	.03
C - Day-care Centers	6	3.15	20,113	.39
D - Elderly	62	32.60	356,406	6.96
E - Food Service	34	17.80	955,433	18.66
F - Friendly Visits	19	10.00	41,662	.81
G - Homeless/Needy	64	33.60	224,159	4.38
H - Hospitals	49	25.70	2,051,927	40.07
I - Language Bank	30	15.70	3,277	.06
J - Latchkey Children	11	5.78	34,110	.67
K - Leadership Courses/Youth	28	14.70	4,892	.09
L - Production	36	18.90	94,222	1.84
M - School/Youth	42	22.10	293,996	5.74
N - Summer Programs/Youth	18	9.47	39,077	.76
O - Telephone Reassurance	24	12.60	10,504	.21
P - Transportation	73	38.40	154,040	3.01
Q - AIDS	15	7.89	56,659	1.11
Other			613,414	11.98
Total			5,120,945	100.00

Figure 4

Percent of KRCs Offering Community Programs

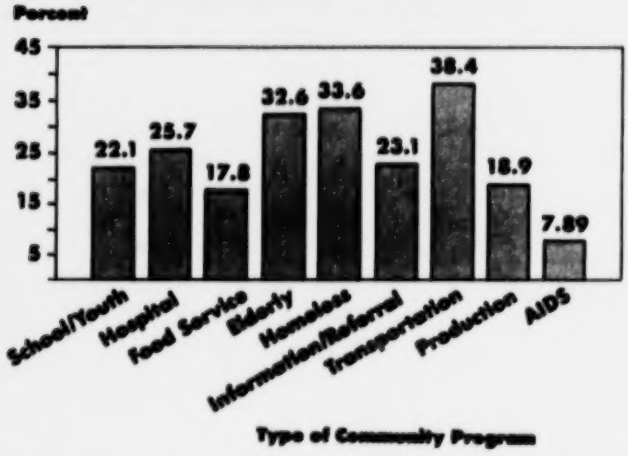


Figure 5

Percent of Programs by Funding Source

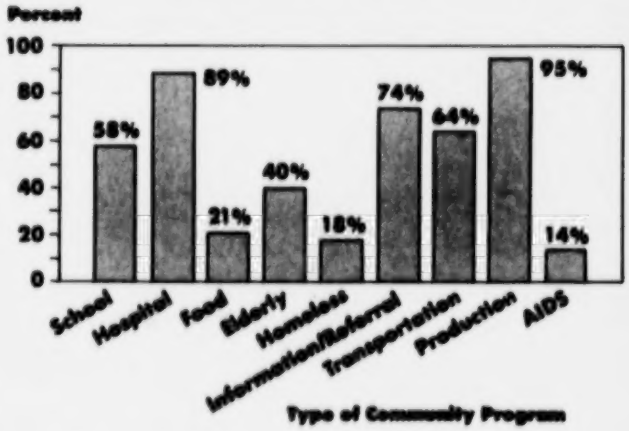
(Number of People Served ≧ 100)

Type of Funding	Percent of Programs
U - Unrestricted Funds	51.96
R - Restricted Funds	9.17
G - Grants	12.88
M - Multiple Funding	15.93
O - Other	10.04

The bar chart in Figure 6 shows the percentage of programs funded through unrestricted funds. On a program-specific basis, AIDS Information programs (14 percent), programs for the homeless and needy (18 percent), and food service programs (21 percent) rely the least on unrestricted funds. Those programs that rely the most on unrestricted funds are production programs (95 percent), hospital programs (89 percent), and programs that provide community information and referral (74 percent).

Figure 6

Percent of Community Programs Funded Through Unrestricted Funds



Summary

The American Red Cross, through its local delivery units, clearly has engaged in the development and operation of a large variety of programs to meet local community needs beyond the traditional mandatory social services. Much more in-depth analysis is needed to understand the relations of these programs to the emergency mission of the American Red Cross and to what extent some of these programs should be adopted on a national scale.